



The Commonwealth of Massachusetts  
EXECUTIVE OFFICE OF PUBLIC SAFETY AND SECURITY  
**STATE 911 DEPARTMENT**

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**CHARLES D. BAKER**  
*Governor*

**THOMAS A. TURCO, III**  
*Secretary*

**KARYN E. POLITO**  
*Lieutenant Governor*

**FRANK POZNIAK**  
*Executive Director*

February 4, 2021

VIA ELECTRONIC MAIL AND OVERNIGHT MAIL

Shonda D. Green, Department Secretary  
Massachusetts Department of Telecommunications and Cable  
1000 Washington Street, Suite 820  
Boston, Massachusetts 02118-6500

RE: Petition of the State 911 Department for Approval of Fiscal Year 2020 Expenditures, and  
Approval of Fiscal Year 2021 Development Grant Amount

Dear Ms. Green:

In connection with the above matter, and in accordance with the Department of Telecommunication and Cable's Order 20-1, dated May 26, 2020, the State 911 Department hereby provides the Executive Office of Technology Services and Security COMIRS Fiscal Year 2021 - 2nd Quarter Report (Reporting Period October 1, 2020 – December 31, 2020), regarding the use and the expenditure of Enhanced 911 Funds.

Finally, please find a Certificate of Service related to this submission.

Thank you for your attention to this matter.

Very truly yours,

Dennis J. Kirwan  
Dennis J. Kirwan  
General Counsel

Enclosures

**COMMONWEALTH OF MASSACHUSETTS  
DEPARTMENT OF TELECOMMUNICATIONS AND CABLE**

Petition of the State 911 Department for Approval of Fiscal Year	)
2020 Expenditures and Approval of Fiscal Year 2021	)
Development Grant Amount	)

**CERTIFICATE OF SERVICE**

I hereby certify that, on behalf of the State 911 Department in the above- captioned proceeding, I forwarded a copy of the attached Executive Office of Technology Services and Security COMIRS Fiscal Year 2021 - 2nd Quarter Report (Reporting Period October 1, 2020 – December 31, 2020), regarding the use and the expenditure of Enhanced 911 Funds to those included on the Service List.

Respectfully submitted,

Dennis J. Kirwan  
Dennis J. Kirwan  
General Counsel  
State 911 Department  
151 Campanelli Drive, Suite A  
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Dated: February 4, 2021



# EXECUTIVE OFFICE OF TECHNOLOGY SERVICES & SECURITY

COMMONWEALTH OF MASSACHUSETTS | 1 ASHBURTON PLACE, 8TH FLOOR, BOSTON, MA 02108

**CHARLES D. BAKER**  
Governor

**CURTIS M. WOOD**  
Secretary

**KARYN E. POLITO**  
Lieutenant Governor

January 29, 2021

Frank Pozniak  
Executive Director  
State 911 Department  
151 Campanelli Dr., Suite A  
Middleborough, MA 02346

**RE: FISCAL YEAR 2021 - COMIRS 2<sup>ND</sup> QUARTER REPORT**  
(Reporting Period October 1, 2020 – December 31, 2020)

Dear Director Pozniak,

In accordance with Department of Telecommunication and Cable (hereinafter DTC) Order 18-2 dated June 29, 2018, DTC Order 20-1 dated May 26, 2020, and the State 911 Department's Guidance Document as issued to the Executive Office of Technology Services and Security (hereinafter EOTSS) on or about September 9, 2020, I respectfully submit the Fiscal Year 2021 2<sup>nd</sup> Quarter Report for the Commonwealth's project to modernize, improve and expand its interoperable public safety radio system (hereinafter the CoMIRS Project).

The 2<sup>nd</sup> Quarter of Fiscal Year 2021 was highlighted by the CoMIRS Program Management Office's (PMO's):

- posting of the Part 2 network RFR,
- posting of the *Radio Upgrade Grant Notice and Guidelines*,
- continued effort to migrate Franklin County public safety agencies onto the CoMIRS network,
- identification, coordination, and licensure of frequencies to support the future CoMIRS system,
- execution of an ISA with the MSP for the purchase of certain radio equipment,
- continued effort to resolve a public safety radio coverage issue along Route 1 in Saugus,
- monitoring and auditing of the project budget and expenditures.

**POSTING OF THE PART 2 NETWORK RFR:**

On October 30, 2020, the PMO posted the CoMIRS Modernization Part 2 Request for Response to COMMBUYS, as Bid# BD-21-1060-ITD-ITD00-55256, Agency Document Number PCR-21-00341. The solicitation is entitled, "Commonwealth of Massachusetts Interoperable Radio System Modernization System Architecture and Implementation Services (CoMIRS Modernization Part 2 RFR)". The CoMIRS Modernization Part 2 RFR solicits proposed system architectures, equipment lists, radio capabilities, implementation services and pricing for modernizing the radio network over the next several years. The RFR is open to those bidders who were pre-qualified pursuant to the Part 1 RFR.

As originally posted, the Part 2 RFR established a bid response deadline of January 15, 2021. On November 20, 2020, and at the request of one of the qualified bidders, the PMO extended the bid response deadline by sixty (60) days. The new bid response deadline is now March 15, 2021. The bidder who requested the extension cited the comprehensiveness of the RFR and the complexity of the project as reason for the request. Upon evaluation of the bidder's request for a sixty (60) day extension, the PMO determined that it would be in the best interest of the Commonwealth to extend the deadline so to ensure that all RFR responses were as complete and comprehensive as possible. Consequently, the presumptive date for contract award is now April 30, 2021.

On November 9, 2020, the PMO began conducting weekly conferences with the qualified bidders. Conferences are conducted remotely using Microsoft Teams. All conferences are recorded and archived. These pre-scheduled conferences provide the qualified bidders weekly access to the PMO for the purpose of clarifying RFR requirements. Eleven (11) conferences were conducted in the 2<sup>nd</sup> Quarter. It is expected that these conferences will continue well into the 3<sup>rd</sup> Quarter.

In addition to the scheduled bidder conferences, all bidders have been provided access to a common portal through which information such as clarification bulletins, specification sheets, diagrams and site information is distributed by the PMO. Because of COVID-19 safety protocols, virtual walk-throughs, videos and photographs have been substituted for conventional site visits.

#### **POSTING OF THE *RADIO UPGRADE GRANT NOTICE AND GUIDELINES*:**

The *Radio Upgrade Grant Notice and Guideline* was posted to COMMBUYS and the EOTSS website on November 10, 2020. As of December 31, 2020, the PMO had not yet received a *Radio Upgrade Grant* application, however, as of the second week of January, five applications had been received. The PMO anticipates a continued increase in grant application activity for the 3<sup>rd</sup> Quarter. In order to keep the State 911 Department informed of application and award activity, the PMO will incorporate a grant activity spreadsheet into the 3<sup>rd</sup> Quarter Report.

For Fiscal Year 2021, the PMO budgeted ~\$18M for radio upgrade grant disbursements and an additional ~\$18M for network design and construction. Based on the recent extension of the bid response deadline (see above), the PMO now projects that actual network spending will be far less than the \$18M that was budgeted.<sup>1</sup> Consequently, the PMO will soon release *Radio Upgrade Grant Supplemental Guidance #1* that will amend the current guidelines and permit those grant eligible applicants who were originally precluded from filing their grant applications until Fiscal Year 2022 (July 1, 2021) to file their applications in Fiscal Year 2021. By permitting more grant eligible applicants to file their applications in Fiscal Year 2021, the PMO hopes to shift *Radio Upgrade Grant* spending from Fiscal Year 2022 to Fiscal Year 2021, thereby allowing a corresponding shift in network spending from Fiscal Year 2021 to Fiscal Year 2022.

*Supplemental Guidance #1* will also provide grant eligible municipal "Operable Users", who wish to purchase an enhanced feature subscriber unit, the time they need to secure the bridge funding to cover the cost difference between the base subscriber unit and an enhanced feature unit. Because the grant was released in the middle of the fiscal year, and due to municipal financial constraints resulting from the COVID-19 pandemic, many Operable Users were unable to secure the funds they needed to satisfy the resulting cost differences. The PMO will report further on the issuance of *Supplemental Guidance #1* in the 3<sup>rd</sup> Quarter.

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<sup>1</sup> Although the PMO projects network spending "...to be far less than the \$18M that was budgeted..." the PMO is not presently able to forecast what the actual spending level will be. Once the Part 2 bid proposals are submitted and evaluated the PMO will have a better understanding of what the network spending will be in FY21 and FY22.

The PMO has received communications from “Interoperable Users” arguing that they too should be able to participate in the *Radio Upgrade Grant*. DTC Orders 18-2 and 20-1 are clear, the *Radio Upgrade Grant* is limited to “Operable Users” of CoMIRS. The PMO has unconditionally enforced the DTC eligibility standard when evaluating requests for grant funding. The PMO will continue to ensure that State 911 Trust funds are only expended on the replacement and/or upgrade of those subscriber units that are used by “Operable Users” of the CoMIRS network.

**CONTINUED EFFORT TO MIGRATE FRANKLIN COUNTY PUBLIC SAFETY AGENCIES ONTO THE CoMIRS NETWORK:**

Throughout the 2<sup>nd</sup> Quarter, the PMO has continued to host weekly planning and coordination meetings with FRCOG. The PMO and FRCOG leadership team continue to work collaboratively to address the governance and operational issues that define the transition of the county’s public safety communication network to CoMIRS.

FRCOG acts as the regional government representative for all Franklin County Operable Users. Direct and regular interaction with FRCOG continues to improve local coordination and expectations. FRCOG has reported that it has secured a formal written use agreement for all Franklin County towns transitioning to the CoMIRS network.

The PMO will coordinate Franklin County’s *Radio Upgrade Grant* application directly with the FRCOG. The PMO expects FRCOG to submit the county’s *Radio Upgrade Grant* application early in the 3<sup>rd</sup> Quarter. The Franklin County grant application is expected to exceed \$3,000,000.00.

**IDENTIFICATION, COORDINATION, AND LICENSURE OF FREQUENCIES TO SUPPORT THE FUTURE CoMIRS SYSTEM:** The PMO and its engineering consultant continued their efforts to identify and coordinate frequencies to be used in the implementation and rollout of the new CoMIRS digital system. This effort has focused on identifying which currently licensed spectrum could be reused for the new system, identifying from various pools of available spectrum additional frequencies for licensure, and coordinating the licensing of these additional frequencies with other radio users in the Commonwealth and in the region. The goal of this critical path activity, which maps to major activity 5.2.3 “Obtain Additional Spectrum” from the 2017 Strategy Report, is to obtain sufficient spectrum for the timely implementation of the CoMIRS+P25 system.

**EXECUTION OF AN ISA WITH THE MSP FOR THE PURCHASE OF CERTAIN RADIO EQUIPMENT:** During the 2<sup>nd</sup> Quarter the PMO executed an Interdepartmental Service Agreement (ISA) with the Massachusetts State Police (MSP) for the purchase of fourteen (14) key loaders and eight (8) “test radios” in the total amount of \$91,642.21. (Although this ISA was executed in the 2<sup>nd</sup> Quarter, the actual expenditures will not be reported until the 3<sup>rd</sup> Quarter)

- **Key Loaders:** In part, the subject ISA provides direct funding to the Massachusetts State Police for the purchase of fourteen (14) Motorola KVL 5000 key variable loaders, at a cost of \$67,716.88. This authorization was approved as a less costly and more efficient alternative to providing the MSP the standard radio programming allowance as set-forth in the *Radio Upgrade Grant*. The key loaders will be used by the State Police Radio Team to self-program the subscriber units received through the *Radio Upgrade Grant* program, generating a net project savings of ~\$87,000<sup>2</sup>. Based

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<sup>2</sup> The *Radio Upgrade Grant* provides each grantee a \$50 per unit programming allowance. Pursuant to the grant’s guidelines, the State Police is eligible to receive 3,100 replacement radios. The programming allowance for 3,100 radios is \$155,000, the cost of fourteen key loaders is slightly less than \$68,000, thus a savings of ~\$87,000.

upon the scale of the MSP grant purchase it was financially prudent to purchase the key loaders for the MSP, require them to program their own radios and exempt them from the grant's programming allowance.

- **Test Radios:** The subject ISA also provides direct funding to the Massachusetts State Police for the purchase of eight (8) "test radios", at a cost of \$23,925.33. The *Radio Upgrade Grant* offers four (4) mobile radios and four (4) portable radios as purchase options for grant eligible Operable Users. Funding from this ISA will allow the Massachusetts State Police to purchase one each, of the eight (8) radios offered through the grant program as "test radios". These eight (8) "test radios" will be assigned to the MSP Radio Team and used to assist the PMO in answering questions presented by Operable Users, troubleshooting problems, and establishing program configurations. The purchase of these eight (8) radios will provide the MSP Radio Team the resources they need to deliver program analytics and technical support to the PMO as well as to help develop programming templates for each type of radio, and assist in troubleshooting issues and questions from Operable Users. The MSP Radio Team is an essential and active partner in the entire CoMIRS project and the "no-cost" technical assistance that they provide the project is immeasurable.

#### **CONTINUED EFFORT TO RESOLVE A PUBLIC SAFETY RADIO COVERAGE ISSUE ALONG ROUTE 1 IN SAUGUS:**

During the 2<sup>nd</sup> Quarter of Fiscal Year 2021, the PMO, with the assistance of the MSP Radio Team, finalized a coverage improvement plan and identified space on a local tower that will address the current analog deficiencies and provide for future P25 coverage along Route 1 in Saugus. The solution is a two party arrangement in which the Massachusetts State Police will purchase the analog equipment needed to resolve the current deficiencies while the PMO will purchase the equipment that will remain in place once the new P25 network is implemented. This cost sharing model permits resolution to both present and future challenges while making certain that State 911 funds are only expended on the P25 network. The PMO expects this project to be completed in Fiscal Year 2021.

#### **MONITORING AND AUDITING OF THE PROJECT BUDGET AND EXPENDITURES:**

During the 2<sup>nd</sup> Quarter of Fiscal Year 2021, the PMO, the Director of Finance for the State 911 Department and the Director of Finance for EOTSS have collectively and individually monitored the program's expenditures. Expenditures that were authorized and paid from the Enhanced 911 Trust account during the 2<sup>nd</sup> Quarter of Fiscal Year 2021 are reported below. The Enhanced 911 Trust was the exclusive source of funding for these expenditures.

<b>A01</b>	<b>\$ 4,080.00</b>
SALARY	\$ 4,080.00
<b>E16</b>	<b>\$ 3,671.13</b>
INDIRECT COSTS	\$ 3,671.13
<b>U01</b>	<b>\$ 2,429.00</b>
CROCKER COMMUNICATIONS INC	\$ 2,429.00
<b>U05</b>	<b>\$ 42,277.84</b>
MCINNIS CONSULTING SERVICES	\$ 42,277.84
<b>U11</b>	<b>\$ 107,993.04</b>
MISSION CRITICAL PARTNERS LLC	\$ 17,499.84
SWBAILEY CONSULTING LLC	\$ 90,493.20
<b>Grand Total</b>	<b>\$ 160,451.01</b>

In the event there are any questions or if clarification concerning any aspect of this report would be helpful, the PMO would be pleased to assist. Inquiries may be directed to Assistant Secretary Matthew Moran at (617)-626-4400 or email at [Matthew.E.Moran@mass.gov](mailto:Matthew.E.Moran@mass.gov).

Respectfully,



Curtis Wood (Jan 29, 2021 15:16 EST)

Curtis Wood  
Secretary  
Executive Office of Technology Services and Security






# CoMIRS Modernization Program Quarterly Report (FY21, 2nd Q, final, 2021-01-29)

Final Audit Report

2021-01-29

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Dated: February 4, 2021